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ABSTRACT

This report from the Chancellor to the Board of Governors of the California Community Colleges highlights the consequences of 1983-84 budget cuts for the state's community colleges. First, the projected effects of the Governor's veto of $232 million in community college funding are outlined, i.e., a 12% decline in real buying power for the colleges which would result in the cancellation of 15,000 course sections, the laying off of 10,000 mainly part-time and classified employees, and a loss of 163,000 students. Next, the actual effects of the 1983-84 budget cuts on fall 1983 enrollment are specified, including a 8.3% decline in enrollments statewide; an enrollment decline in 68 colleges and increased enrollment in 5; a drop of 117,000 students in statewide enrollment; and greatest enrollment losses among students over 50 years of age and those taking less than three units. The following section provides preliminary estimates of the impact of the year's budget cuts in terms of reductions in expenditures, classes, and staff. These include largest cuts in part-time faculty, increased deficit spending pointing to larger reductions for 1984-85, and negative ending balances for many districts. The report concludes with a number of specific case examples which highlight the human effects of budget reductions. Detailed data on fall 1983 enrollments, changes between 1982 and 1983, and impact of revenue reduction actions for fiscal year 1983-84 are appended. (HB)

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Board of Governors of the
California Community Colleges
December 8-9, 1983

Title: Consequences of 1983-84 Budget Cuts for California Community Colleges

Staff Presentation: Gerald C. Hayward, Chancellor

In my August presentation to the Board of Governors, staff projected that as a consequence of the Governor's veto of $232 million in community college funding that there would be a 7.7 percent decline in total revenue which converts to a 12 percent decline in real buying power for the colleges. Based upon those reductions and based upon past performance, staff estimated that if districts reduced programs on a pro rata basis, over 15,000 course sections would be cancelled, approximately 10,000 staff, largely part-time faculty and classified employees, would be layed off and that as many as 163,000 students or 90,000 ADA could be lost. We also reported that preliminary enrollment decline estimates for the Fall semester only would exceed eight percent (over 100,000 students).

Today, I'd like to report to the Board on data we've received from districts which indicate actual enrollment losses experienced as well as cuts undertaken.

Enrollment Declines

We have analyzed enrollment data for Fall 1983 (Appendix A) and it verifies the accuracy of our earlier projections. The actual enrollment data shows a decline of 8.3 percent, which we've displayed in terms of ethnicity, sex, age and course load.

Major conclusions (based upon the 47 districts and 73 colleges reporting) include:

- Of the 73 reporting colleges, 68 have experienced enrollment declines, while five have experienced increases.
- Final Fall 1983 enrollment will probably be about 1,238,000, down 117,000 students from Fall 1982.
- The number of Asians and Pacific Islanders has increased, while all other racial and ethnic categories have decreased.
- Losses are greater among those over 50 years of age than among other age groups.
- The enrollment decline is strongest among students taking less than three units. However, the percentage loss in full-time students (-7.0 percent) is very near that of part-time students (-8.7 percent).

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- The cuts have had a surprisingly heavy impact upon full-time students, reversing a three-year trend of increases in this category.

Reductions in Expenditures, Classes and Staff

In addition, we asked districts to provide us with projections on total year reductions in expenditures, classes and staff. We have preliminary results (Appendix B) of those estimates.

As of December 2, forty districts have reported their projected budgetary reductions. Six of the reports submitted were not in the format prescribed and need to be further analyzed. Thirty districts have still to report since many of the final budgetary decisions are still in process. It should also be noted that several of the districts have had to make budget reductions in addition to the cuts they've already reported. The Board should also be wary of extrapolating from this preliminary report statewide impact. The 34 districts which have already reported do not represent a cross section of districts across the State. Larger districts, especially, are underrepresented and we have no way of knowing at this time whether reporting districts face budgetary reductions which are more or less severe than the districts as a whole.

However, the following generalizations can be made about the data we've so far received:

- Districts have been forced to reduce current-year expenditures beyond the reduction in base funding to accommodate prior-year deficits as well as inflationary cost increases.

- Staffing cuts have been greatest, as we projected, in part-time faculty. Full-time faculty and administrator reductions are relatively proportional to their percentage of total employees. Classified reductions are slightly less than expected, perhaps because classified staff in many districts have already been cut drastically.

- Course section reductions are less than what would have occurred had the reductions been on a proportional basis to the loss in funding. The same can be said about ADA losses. It appears that districts have opted to maintain, as best they can, access to programs while making expenditure reductions elsewhere. This is primarily due to district concern about cutting educational programs but also because of future uncertainty about the treatment of ADA loss in determining future funding.

- Districts have used substantial portions of their ending balances to reduce the negative impact of reductions in the current year. This pattern of deficit spending will mean that unless the district revenue picture is substantially improved, districts will face even larger reductions in 1984-85.

- Seven of the reporting districts have reported projected negative ending balances as of June 30, 1984. The number of districts that may, in fact, have budgets that are not in balance may be far greater depending upon the status of budget balancing exercises in those districts which have

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yet to report. Those that have reported deficits will either have to make further reductions or secure additional revenue from other sources, most probably loans, if they are to make it through the current fiscal year.

Specific Case Examples

This recitation of aggregate numbers does not reflect either the diversity of impact on districts or the heart-wrenching and mind-bending kinds of impact these reductions cause in the real lives of the people the community colleges serve, their students, classified employees, faculty and administrators. We would like to cite a few examples from the dozens of letters we've received from district superintendents to attempt to give the Board a fuller flavor of the real impact of the cuts:

A Southern California urban district superintendent writes:

> "Fewer and fewer people are being asked to do more and more at my college. The work load approaches the intolerable. In addition, I find myself now in almost daily meetings with students whose classes were cut or whose classes will not be available in the future. I am also in almost daily meetings with my colleagues to discuss the dismal state of events over which we have almost no control but for which my Board and my colleagues hold me accountable and responsible. These daily meetings with my colleagues involve, in the main, one debilitating, counter-productive, demoralizing subject: How can we minimize the devastation to human lives as we prepare to reduce our 84-85 budget by 15 to 20 percent? I really wish that somehow you and some of the elected officials in this State could join me and others in my position as we personally hand dismissal notices to many of our colleagues. It is an experience you are not likely soon to forget."

A very small, very rural district reports:

"1. When the Dean of Instruction resigned, we did not have adequate funds to replace the position (nor her secretary). I have assumed all of these responsibilities personally.

2. We do not have sufficient funding to have a full-time Political Science/History instructor on our faculty. When a former incumbent resigned, there were insufficient funds to replace the position.

3. We currently do not have a Business Administration/Management instructor. (Same circumstances as in Item #2).

4. We have reduced the custodial staff from three full-time individuals to one 50% position. One person, working twenty hours a week, currently has custodial responsibilities for the entire District.

5. The classified staff has been reduced to eight full-time positions, which include Business Services, Admissions and Records, Library, Bookstore, my Secretary, etc."

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A suburban superintendent wrote the following and pointed out that in addition to reduction in staff and courses, severe reductions had to be taken elsewhere:

> "The continuing deterioration and obsolescence of instructional and support equipment borders on the irresponsible. Computer Science programs at both Colleges are in jeopardy because of the District's inability to replace obsolete and worn-out equipment. Tentative contracts for new equipment have been signed but may need to be cancelled unless additional funding is provided. Instructional equipment in business, science, music physical education, language and vocational and occupational programs are in desperate need of replacement and repair. However, limited available resources make it necessary to defer much-needed replacement programs."

A Northern California small district superintendent writes:

> "Being a small, but relatively comprehensive community college, we have a number of one-person departments. This means that when we lose a faculty member, we normally lose that entire department. As a result of reductions in staff (full-time and part-time), enrollment for the Fall 1983 semester is down approximately 20%.
>
> Faculty members have attempted to absorb some of the reductions and staff members who normally have 7 to 8 preparations per year, now have more than 10. One gets the impression that a rubber band that was already pretty taut has been stretched close to the breaking point."

A Southern California suburban district comments:

> "Entire programs, as well as many individual courses, have had to be eliminated from the curriculum. In the Fall of 1981, the college offered 1,487 course sections. Only 1,102 course sections were offered in the Fall of 1983--an approximate reduction of 26% in just two years. For Spring of 1984, we expect our course section offering to go down to 996- an additional 9.5% reduction over the Fall of 1983."

A Southern California urban district reports:

> "This Fall, the decline in resources hit our classrooms like an earthquake. The Governor's cut to our funding base resulted in the cancellation of 652 classes, with perhaps three times as many on the chopping block for the sping. Moreover, some 33,000 students tried to register for classes as their primary choice this fall and could not do so. And, lest anyone believe that these were frill classes, or that the students were not "serious" in their choice, let me say that the greatest number of stand-bys included close to 5,000 who were unable to register in mathematics courses; 3,600 who couldn't get into English classes; 3,500 turned away from computer science classes; and almost 4,000 who were denied access to classes in business, accounting and office administration. All this, and more, has translated into an enrollment drop this fall of almost 12 percent, by far the largest in our history. In human

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terms, this means that more than 16,000 students, more than the entire population of many colleges in the state, were left on the outside looking in. I shudder to think what will happen in the spring; I question if we will even be able to complete the spring semester."

These accounts, more dramatically, and I think more accurately, reflect the kinds of agonizing decisions local board of trustees face as they make the reductions which are necessary in light of the current funding situation. Of even greater potential effect is the uncalculable impact on trustee, faculty, administrator and student morale now being faced by California's 70 community college districts.

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Analytical Studies Unit
Chancellor's Office
California Community Colleges
DECEMBER 7, 1983

PRELIMINARY COUNT OF FALL 1983 ENROLLMENT
CALIFORNIA COMMUNITY COLLEGES

Thus far, 47 districts (containing 73 colleges) have submitted final reports on student enrollment for Fall 1983. (See Table 1.) For these districts.

- Total enrollment is down from Fall 1982 by an average of 8.3%.
- Of the 73 colleges, 68 have experienced declines (ranging from -1% to -26%), while 5 have experienced increases (ranging from +3% to +23%).
- No discernable pattern has emerged with respect to size and location of colleges; that is, the largest losses have taken place in both large and small colleges and in urban and rural settings throughout the state.

Among the reported student enrollments (see Table 2):

- The number of Asians and Pacific Islanders has increased, while all other racial and ethnic categories have decreased.
- Losses are greater among those over 50 years-of-age (-13%) than among other age groups.
- The relative numbers of male and female students have remained constant at 45% and 55% of total enrollment, respectively.
- The enrollment decline is strongest among students taking less than three units. However, the loss in full-time student (-7.0%) is very near that of part-time students (-8.7%).
- The loss in evening enrollment (-11%) exceeds the loss in daytime enrollment (-7%).

Enrollments reported to date represent about two-thirds of all enrollments. Given the character of those districts who have not yet submitted final reports (predominantly districts with large non-credit programs), the final enrollment loss will be higher than 8.3%, but likely will not exceed 9%. This is consistent with the earlier estimates of enrollment loss presented to the Board of Governors in October.

The enrollment data reported suggest also that:

- The related ADA loss will be less than 8%, possibly about 6%.

- Course cuts are the predominant cause of the decline. Aside from Asian immigration, demographics are not significant. The improved employment picture appears to have had a modest impact. While down, unemployment is still generally high and districts with the largest enrollment losses are not necessarily located in the areas with the most employment gain as might be expected if the labor market were more of a factor. The impact of student uncertainty about tuition is not clear, though it is reported to be an important factor.

- Cuts have had a surprisingly heavy impact upon full-time students, reversing a three year trend of increases in this category.

- Final Fall 1983 enrollment may be about 1,238,000, down 117,000 students from Fall 1982.

CHANCELLOR'S OFFICE
CALIFORNIA COMMUNITY COLLEGES
DECEMBER 7, 1983

TABLE I

CHARGES IN FALL ENROLLMENT BY COLLEGE
FALL 1982 TO FALL 1983

DISTRICT COLLEGE	TOTAL 1983	TOTAL 1982	% CHANGE
ALLAN HANCOCK	9586	10321	-7.1
ANTELOPE VALLEY	6888	7290	-5.5
BUTTE	8417	8994	-6.4
CABRILLO	10677	11458	-6.8
CERRITOS	20001	24170	-17.2
CITRUS	9684	10052	-3.6
CONTRA COSTA	30959	33975	-8.8
CONTRA COSTA	7656	8652	-11.5
DIABLO VALLEY	17846	19286	-7.4
LOS MEDANOS	5457	6037	-9.6
EL CAMINO	25769	29597	-12.9
FREMONT-NEWARK	7592	8292	-8.4
GAVILAN	3076	3182	-3.3
GROSSMONT	17708	18193	-2.6
CUYAMACA	2605	2820	-7.6
GROSSMONT	15103	15373	-1.7
HARTNELL	6904	7052	-2.0
IMPERIAL	3466	4678	-25.9
LASSEN	2221	2605	-14.7
LONG BEACH	23524	25303	-7.0
LOS ANGELES	118538	135529	-12.5
EAST L.A.	15779	17709	-10.8
L.A. CITY	17568	20169	-12.8
L.A. HARBOR	9977	12578	-20.6
L.A. MISSION	3855	4589	-15.9
L.A. PIERCE	21260	23721	-10.3
L.A. SOUTHWEST	6246	7165	-12.8
L.A. TRADE-TECH	14848	16415	-9.5
L.A. VALLEY	20084	22350	-10.1
WEST L.A.	8921	10825	-17.5
LOS RIOS	42492	46482	-8.5
AMERICAN RIVER	21410	23819	-10.1
COSUMNES RIVER	6105	6625	-7.8
SACRAMENTO CITY	14977	16038	-6.6
MENDOCINO	3409	3564	-4.3
MERCED	7475	8368	-10.6
MIRA COSTA	8035	8515	-5.6
MONTEREY	7199	8405	-14.3
MT. SAN ANTONIO	34886	28453	+22.6
MT. SAN JACINTO	3189	3678	-13.2
NORTH ORANGE COUNTY	33046	34537	-4.3
CYPRESS COLLEGE	14023	14809	-5.3
FULLERTON COLLEGE	19023	19728	-3.5
PALOMAR	17071	18881	-9.5

DISTRICT COLLEGE	TOTAL 1983	TOTAL 1982	% CHANGE
PERALTA	34181	38993	-12.3
ALAMEDA COLLEGE	5987	6808	-12.0
FEATHER RIVER	1098	1061	+3.4
LANEY COLLEGE	11676	12808	-8.8
MERRITT COLLEGE	7969	8822	-9.6
VISTA COLLEGE	7451	9494	-21.5
REDWOODS	7148	8026	-10.9
RIO HONDO	12547	11850	+5.8
RIVERSIDE	14201	15696	-9.5
SADDLEBACK	23382	24560	-4.7
SAN BERNARDINO	15762	19720	-20.8
CRAFTON HILLS	3854	4464	-13.6
SAN BERNARDINO	11908	15256	-21.9
SAN JOSE	18551	21787	-14.8
EVERGREEN COLLEGE	7314	8400	-12.9
SAN JOSE CITY	11237	13387	-16.0
SAN LUIS OBISPO	5532	5893	-6.1
SAN MATEO	29069	30518	-4.7
CANADA COLLEGE	7931	7996	-.8
SAN MATEO COLLEGE	13820	14802	-6.6
SKYLINE COLLEGE	7318	7720	-5.2
SEQUOIAS	7254	7326	-.9
SIERRA	9726	10006	-2.7
SISKIYOU	2301	2862	-19.6
SOLANO COUNTY	9293	9799	-5.1
SONOMA COUNTY	20053	22313	-10.1
SOUTH COUNTY	18666	21728	-14.0
STATE CENTER	16115	18179	-11.3
FRESNO CITY	12999	14890	-12.6
KINGS RIVER	3116	3289	-5.2
VENTURA	27903	30729	-9.1
MOORPARK COLLEGE	9265	9865	-6.0
OXNARD COLLEGE	4998	5749	-13.0
VENTURA COLLEGE	13640	15115	-9.7
WEST HILLS	2021	2152	-6.0
WEST KERN	1083	959	+12.9
WEST VALLEY	24773	27617	-10.2
MISSION COLLEGE	8305	9433	-11.9
WEST VALLEY COLLEGE	16468	18184	-9.4
YOSEMITE	15132	15018	+.7
COLUMBIA COLLEGE	3180	2775	+14.5
MODESTO COLLEGE	11952	12243	-2.3
YUBA	8496	8430	+.7
STATE TOTAL	785001	855735	-8.3

CHANCELLOR'S OFFICE
CALIFORNIA COMMUNITY COLLEGES
DECEMBER 7, 1983

TABLE 2

PERCENT CHANGE IN ENROLLMENT
FALL 1982 TO FALL 1983

		FALL 1982	FALL 1983	% CHANGE
RACE/ETHNICITY		0	0	.0
	AMERICAN INDIAN/ALASKAN NATIVE	12893	11896	-7.7
	ASIAN/PACIFIC ISLANDER	49438	49788	.7
	BLACK	79296	71070	-10.4
	WHITE	509772	467872	-8.2
	HISPANIC	100714	94673	-6.0
	FILIPINO	13776	13719	-.4
	OTHER	20362	20030	-1.6
	NON-RESPONDENT	69484	55953	-19.5
*TOTAL	RACE/ETHNICITY	855735	785001	- 8.3
AGE		0	0	.0
	17 AND UNDER	19114	22705	18.8
	18	78235	69768	-10.8
	19	81984	76712	-6.4
	20 - 24	229397	215387	-6.1
	25 - 29	140028	127102	-9.2
	30 - 49	229427	210863	-8.1
	50 AND OVER	71816	62405	-13.1
	UNKNOWN	5734	59	-99.0
*TOTAL	AGE	855735	785001	- 8.3

	FALL 1982	FALL 1983	% CHANGE
MALE	385730	352005	-8.7
FEMALE	463957	427064	-8.0
UNKNOWN	6048	5932	-1.9
TOTAL	855735	785001	-8.3

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		FALL 1982	FALL 1983	% CHANGE
UNITS ATTEMPTED		0	0	.0
	0	28122	34131	21.4
	0.1 - 2.9	99806	83194	-16.6
	3.0 - 5.9	263389	236421	-10.2
	6.0 - 8.9	149166	137688	-7.7
	9.0 - 11.9	98767	92207	- 6.4
	12.0 - 14.9	132895	127072	-4.4
	15.0 AND OVER	83590	74288	-11.1
*TOTAL UNITS ATTEMPTED		855735	785001	- 8.3
DAY/EVENING		0	0	.0
	DAY	522604	485211	-7.2
	EVENING	333131	296813	-10.9
		0	2977	.0
*TOTAL DAY/EVENING		855735	785001	- 8.3

Appendix B

California Community Colleges
Impact of Revenue Reductions
Actions Taken as of November
for Fiscal Year 1983-84

District	Staff Reductions (Full-Time Equivalent (FTE))					Classes Cut		Base Funding Reduction	Total Expenditure Reduction	Deficit Funding from General Fund Net Ending Balance 6/83
	Admin.	Classified	Faculty Full-Time	Faculty Part-Time	Total	No.	ADA Loss			
								$	$	$
Barstow	--	--	1.0	--	1.0	0	0	-200,610	135,818	192,946
Butte	--	17.5	.5	--	18.0	--	0	-745,252	487,309	581,170
Cabrillo	2.0	14.75	26.0	14.2	56.95	144	1,036	-843,793	1,728,635	181,058
Chaffey	--	33.7	17.83	11.2	62.73	209	430	-1,059,976	759,635	833,429
Citrus	--	4.0	3.0	1.0	8.0	ns	ns	-702,335	463,000	443,607
Coast	17.37	29.1	93.4	21.63	161.5	201	2,250	-4,184,466	6,280,781	3,704,472
Contra Costa	6.5	7.4	10.6	50.4	74.9	949	1,860	-2,607,747	6,377,407	1,367,005
Foothill-DeAnza	6.2	106.2	11.33	34.83	158.56	371	1,372	-2,825,621	1,975,925	2,937,545
Fremont-Newark	.25	17.63	.5	10.0	28.38	115	ns	-632,384	1,036,000	557,401
Imperial	--	20.0	13.0	5.0	38.0	136	ns	-415,693	1,786,958	375,000
Kern	2.0	25.0	1.5	90.0	118.5	451	1,000	-1,538,089	1,400,000	200,000
Lake Tahoe	--	1.005	2.5	.58	4.085	20	32	-119,484	340,445	98,091
Lassen	1.0	2.0	4.0	--	7.0	28	48	-296,549	312,894	230,404
Mendocino-Lake	1.0	--	--	--	1.0	ns	ns	-248,066	107,708	246,084
Monterey Peninsula	1.5	7.0	11.0	12.0	31.5	62	ns	-639,784	951,012	305,013
North Orange	--	--	5.7	--	5.7	ns	ns	-3,301,204	3,800,000	2,655,000
Palomar	1.17	7.7	3.86	12.71	25.44	158	470	-1,328,908	1,191,857	529,233
Palo Verde	--	--	2.0	--	2.0	ns	ns	-64,534	153,765	46,270
Rio Hondo	1.0	13.75	4.5	--	19.25	--	--	-938,773	595,832	2,069,290
Riverside	--	4.0	2.0	16.0	22.0	236	893	-1,034,675	852,573	548,752
San Diego	9.0	.2	--	47.0	56.2	1,058	ns	-4,171,272	2,224,000	1,500,000
San Joaquin Delta	--	6.0	3.84	23.61	33.45	10%	--	-1,339,165	2,316,156	2,832,261
San Jose	4.9	53.48	12.63	50.1	121.11	ns	ns	-1,537,713	3,300,000	4,562,874
San Luis Obispo	--	--	1.8	--	1.8	6	100	-501,037	383,985	910,103
San Mateo	5.0	13.17	20.67	17.1	55.94	320	605	-2,335,078	2,738,352	1,325,377
Santa Barbara	--	--	8.0	--	8.0	47	57	-1,032,967	928,575	650,655
Santa Clarita	1.0	4.0	--	?	5.0	0	--	-310,247	282,937	282,937
Santa Monica	2.4	10.7	3.0	6.7	22.8	ns	ns	-1,305,687	501,244	1,258,121
Sonoma	2.0	--	2.0	8.0	12.0	152	294	-1,424,109	689,243	1,000,000
South County	--	10.0	3.0	19.0	32.0	282	539	-1,394,000	2,421,000	4,553,326
Southwestern	3.0	8.0	17.3	23.1	51.4	289	1,105	-913,466	1,124,918	1,210,173
Ventura	2.0	17.0	16.0	15.0	50.0	ns	9%	-2,152,587	1,067,003	1,900,000
Victor Valley	--	--	--	--	--	0	--	-376,055	--	426,793
West Hills	1.0	2.0	2.0	ns	5.0	28	45	-301,454	191,900	109,600
Total	70.29	435.28	304.46	489.16	1,299.20	5,262	12,136	$-42,822,800	$48,906,867	$40,623,990

NS - Not specified
NR - Data reported as of December 2, 1983
Source: Chancellor's Office October 19, 1983, Survey, Form 2A

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